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Juvenile Services in the Portland Metropolitan Area

City Club of Portland (Portland, Or.)

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REPORT ON
JUVENILE SERVICES
IN THE PORTLAND METROPOLITAN AREA

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Report on
JUVENILE SERVICES
IN THE PORTLAND METROPOLITAN AREA

To the Board of Governors,
City Club of Portland:

I. INTRODUCTION

Youth is a period for testing limits, a normal part of maturing physically and emotionally. Testing social norms enables young people to combine confidence and restraint as adults.

In our youth, most of us eventually press limits enough to attract the attention of adults, inviting corrective action and delineation of the social contract. Contributions we make as adults often are shaped by the quality of such childhood experiences with authority. While these experiences can awaken fear or anger, they also can give a sense of security. They are fundamental to a belief that if we regulate our own behavior, the world will respond predictably.

Most of us have sufficient positive experiences to progress as contributing members of society. Some of us do not.

Negative (too forceful), mechanistic (impersonal) or revealing-as-impotent experiences with authority exacerbate some individuals' delinquent behavior. The danger increases with every act and inappropriate reaction. "Testing" and "incidentally delinquent" acts cross over once-accepted boundaries to become genuine threats to the community. Using the specific assumptions explained below, the economic damages due to known delinquent acts will be over \$60 million (1984 dollars) in Multnomah County in the next 15 years. Undetected juvenile damages could be over half a billion dollars in the same period. These figures do not include the costs of protecting the community nor treating offenders. The human costs cannot be reckoned.

A. Charge and Scope of Research

The Juvenile Services Committee was charged to:

"Examine juvenile services in the metropolitan area with regard to their coordination and effectiveness in the prevention of delinquency, the diversion of youth from the juvenile justice system, and the treatment of those who enter the system; and to provide recommendations for improvements."

In response to the charge, your Committee studied public and private services provided to juveniles (children under the age of 18) in Multnomah County. We found the issues so complex and the players so diverse that it was necessary to focus on services provided in Multnomah County; only a limited survey of Clackamas and Washington County services was made. Our general research activity ended in the early summer, 1986 and discussion/recommendations are based on facts as of that time.

We considered as delinquent behavior: 1) any act that would be a crime if the actor were an adult; and 2) status offenses, i.e., those offenses,

like truancy or curfew violations, which would not be crimes if perpetrated by adults.

Although we saw a wide range of juvenile needs, we did not study all services rendered except insofar as they were directed towards juveniles at risk of becoming delinquents. We limited our study to the:

- o Prevention of delinquency through services provided to assist in the establishment of pro-social patterns before involvement with the law;
- o Diversion from the juvenile justice system, i.e., any response to delinquent behavior up to the determination of delinquency by a court; and
- o Detention and treatment within the juvenile justice system, i.e., institutionalization, parole, and probation.

In our research, your Committee sought to understand the workings and strengths of the system, the economy of resources and services, the areas of overlap, and the effectiveness of services at meeting the goals of (1) preserving the safety of the community, and (2) providing for the welfare of the child. We have come to several conclusions and present recommendations to the membership and community. These are as specific as we can be working in an area of constant change and in which the human costs of error can be so high.

B. Demographics and Economic Impact

To understand the magnitude of this issue, it is important to examine the number of youth at risk, the incidence of delinquent behavior, and its cost.

Table I (below) shows that the youth population of the tri-county area is substantial: it is roughly equivalent to the combined populations of Eugene, Salem, and Bend.

Table 1

AGE BY COUNTY OF RESIDENCE, JULY 1984 (1)

| | <u>0-4</u> | <u>5-9</u> | <u>10-14</u> | <u>15-17*</u> | <u>Totals</u> |
|------------|------------|------------|--------------|---------------|---------------|
| Clackamas | 17,792 | 18,267 | 20,506 | 13,165 | 69,730 |
| Multnomah | 41,744 | 35,098 | 32,761 | 20,575 | 130,178 |
| Washington | 21,405 | 19,182 | 19,826 | 12,311 | <u>72,724</u> |

272,632

* extrapolated from a group ranging in age from 15 to 20

In Multnomah County, the 0-17 population equaled 23% of the total County population in 1984. This age group accounted for 2,100 arrests (22%) of Part I (major) crimes and over 3,100 (14%) for Part II (less seri-

1. Sources: Center for Population Research and Census, Portland State University, and Law Enforcement Data System, January 1985.

ous) acts that year.(2) In 1985, approximately the same number of juveniles (5,525) were arrested in Multnomah County. From April, 1985 to September, 1986, the arrested population was 52% male and 48% female; 87% white, 11% black and 2% other (blacks = 5.25% of the population in Multnomah County).(3)

In 1984, 43% of the arrests of black juveniles and 26% of whites were for Part I crimes. In 1985, 65% of the arrests of black juveniles were for Part I crimes; for whites, the figure was 32%. The difference suggests that 1985 arrests were better targeted to serious crime (e.g. burglary), rather than less serious offenses. As discussed below, law enforcement officials set priorities to guide resource deployment and officers have substantial discretion on the streets.

If Oregon's population is like those in several studies, then a small number of children are responsible for a disproportionate amount of crime.(4) In the landmark study, Delinquency in a Birth Cohort, researchers reported that 6% of children born in the same year in Philadelphia committed more than 50% of the offenses attributable to all children born that year. A Ford Foundation report published in 1978 stated that 3-5% of those arrested accounted for more than half of all violent crimes known to have been perpetrated by juveniles.(5) These facts have significant implications for containing dangerous delinquency; identifying and controlling the few may make a substantial difference in incidence of serious youth crime.

The human costs of youth crime are incalculable. A murder, rape, or assault committed by a juvenile is no less serious than if committed by an adult and, in fact, strikes the responsible citizen as particularly disturbing. Quantifying the economics of juvenile offenses is somewhat easier. Research on the economic impact of juvenile offenses suggests that the average cost in victims' damages and loss for each juvenile offense is over \$750.(6) We estimate, then, that detected juvenile offenses in Multnomah County in 1984 created at least \$3,750,000 in damages. As detected offenses account for only 10-20% of juvenile delinquent acts, (7) the undetected damages could have been as high as \$30,000,000.

Projections are subject to a number of factors which may influence their accuracy. For purposes of establishing magnitude only, we venture a simple trending projection. Let us assume an enforcement effort comparable to that of 1985 in level and priorities.(8) The growth in population pro-

-
2. Part I arrests are serious crimes and include murder, rape, robberies, aggravated assault, burglary, larceny, motor vehicle theft and arson. Part II arrests include acts such as other assaults, vandalism, prostitution, violations of liquor laws and runaway incidents.
 3. Captain Robert G. Brooks, Portland Police Bureau.
 4. "Issue Analysis - Juvenile Crime in Oregon - Part 1," The Alliance, January - February, 1983.
 5. Ibid.
 6. Lipsey, Mark W., "Is Delinquency Prevention A Cost-Effective Strategy? A California Perspective," Journal of Research in Crime & Delinquency, Vol. 21, No. 4, November 1984.
 7. Ibid.
 8. We note that the level and direction of enforcement effort, rather than any absolute number of juvenile offenses, is the key determinant of arrest statistics.

jected by the Center for Population Research at Portland State University suggests that juvenile arrests in Multnomah County will total 90,000 over the next 15 years and climb to 6,000 per year by 1990. Projected arrests will remain above that figure through the year 2000. Of these numbers, Part I crimes will top 2,400 in 1990 and remain above that level through the year 2000 to total 36,000 for the 15 years. In brief, we do not see dramatic increases in year-to-year arrests, although the cumulative number of arrests is sobering. Over the next 15 years, the projected economic impact of detected juvenile offenses would be in the neighborhood of \$67 million (1984 dollars). Undetected damages, assuming the detected-undetected ratio used above, could be over half a billion dollars. We cannot estimate the lives affected.

C. Theory and Practices in Juvenile Justice

1. Evolving Views of Delinquency

Corrections literature reveals a variety of views and theories on the causes of delinquency, none of which is universally accepted.

Early views held that delinquency was caused by poverty and ignorance. Research findings to support that view vary. Delinquency exists across income groups, but serious offenses are more prevalent in lower socio-economic groups. Children growing up in poverty are arrested disproportionately for committing juvenile crimes.⁽⁹⁾ Growing up in poverty is a substantial correlative factor in delinquency.

Breakdown of the family, increases in the number of working parents, parental hedonism and self-fulfillment, and the large number of single-parent families each have been held as causes of delinquency. Some research shows a weak relationship between delinquency and broken homes, primarily affecting girls' commission of minor offenses. Other research suggests a fairly strong relationship between family dysfunction and stress and delinquent behavior of boys.⁽¹⁰⁾

Some sociological theories link delinquency to a separate and distinctive lower class culture that holds attitudes favoring delinquency. Others reject the separateness of the culture, but point to the realities of lower class environments which restrict access to legitimate success.

Some research regarding control addresses the child's bond to society: internal control comes from the acceptance of rules and norms; direct control is supervision and direction by others; and indirect control results from the desire to behave so as to please others because of an affection bond. Ignorance or misunderstanding of norms and the absence of direct control or affection bonds could lead to delinquent behavior.

-
9. Blumstein, A., Farrington, D.P., and Moitra, S., "Delinquency Careers: Innocents, Desisters and Persisters." Crime and Justice: An Annual Review of Research, Vol. 6, University of Chicago Press, 1985.
 10. Farrington, David, "Stepping Stones to An Adult Criminal Career," Development of Antisocial and Prosocial Behavior, Academic Press, New York, 1986.

Labeling research explores whether calling a child a delinquent makes it more likely that he or she will live up to the description. The process of self-definition goes on as a child is detained by a police officer, is rejected or reviled by parents, appears in court, is singled out for assessments, is directed to receive special schooling, and is otherwise labeled "deviant."

The relationship between intelligence and delinquency has been studied extensively. Studies show that delinquents have a modestly lower IQ (about 8 points) than nondelinquents.

Another current view is that delinquent behavior is learned behavior, learned in a family cycle of violence and antisocial behavior. What was most significant to your Committee was that no single explanation for delinquent behavior is adequate and that a variety of causes could be generating delinquent behavior.

2. Elements of a Juvenile Services System

Given the lack of agreed-upon causes and the need of society to protect itself by containing disruptive individuals, there is a predictable range of responses to juvenile delinquency. Unfortunately, there is no substantive research pointing to one response as "most effective."

Substantial interest exists in reducing juvenile delinquency through prevention programs. Broadly defined, prevention is action to deter or preclude potentially harmful behavior. More specifically, the goal of prevention programs is to prevent juvenile delinquency by developing healthy, capable children with good self-esteem and a sense of responsibility. Some mechanisms employed include education, socialization, and growth-producing life experiences. Such programs are meant to meet the basic needs of children and give them an understanding of rights, responsibilities, accountability, and community. Proving prevention, i.e., conclusively demonstrating that something has not happened, is a notoriously difficult problem for service agencies.

Diversion programs provide a means to reduce the number of children in the formal juvenile justice system. Police often divert youngsters who come to their attention. Police counseling may be followed by release or referral of the child (or family) to a service agency or a special service program. Referrals may be to community involvement programs (e.g., Big Brother/Sister programs), recreation programs, or to specialized programs (e.g., drug treatment). Once a child reaches Juvenile Court, diversion may include informal counseling or advising by the Court, or referral to service agencies, to mediation, or to special youth service agencies. Little research on effectiveness of diversion is available; most data address only numbers served and services rendered.

Juvenile corrections programs provide remedial education, vocational training, recreation and counseling. Approaches to these include a discipline-oriented model (secure facility, institutional regime); the public school model (a school simulating the outside public school, coupled with a cottage living program); the individual treatment model (emphasizing an individual or group counseling relationship focused on personal change); the "therapeutic community" model (children living in small groups with wholesome activities and participative decision making); and a community

model (involvement of the child's home community in the treatment program). Many institutions present a combination of elements of these models.

The effectiveness of corrections has been researched extensively. Unfortunately, little evidence has emerged to indicate that ANY form of correctional treatment has an appreciable effect on recidivism (recurring criminal behavior).

3. Approaches to Dealing with Dependent and Delinquent Children - "Parens Patriae"

At one time, prevention and diversion functions were served by parents, relatives and neighbors. Values were agreed upon; any adult could make a reasonable correction of youthful misbehavior and expect to be obeyed instead of reviled. Today, adults are less willing to accept responsibility for correcting inappropriate juvenile behavior. We look to relatively impersonal social mechanisms to communicate societal norms to youth. As a result, there arguably is less effective communication and a progressive deterioration of those norms in the community.

When prevention or diversion failed, institutional response was available. Nineteenth and early twentieth century efforts to deal with juvenile delinquency, as separate from adult offenses, were based on a reform philosophy. The state assumed the role of parent to the child ("parens patriae"), taking responsibility for protecting and guiding the child to correct behavior, as well as providing training towards employability. Homes of refuge and juvenile asylums were established to separate the child from bad influences and to provide proper training to turn him or her away from delinquency. Frequently these cottage-like facilities were in rural locations to avoid the temptations of the city and to provide a family-like setting. Children were "treated" rather than punished, and the child's welfare, rather than the child's rights, received first consideration. Overcrowding, understaffing, and military-type discipline often changed those settings into junior prisons whose "inmates" had the disadvantage of indeterminate sentencing.

4. Major Changes in Recent Years - The Shift to "Due Process"

The role of the Juvenile Court as a "wise parent" remains the prevalent model of juvenile justice. The Court still steps in and takes over direction of the child when the home has not provided sufficient protection or control to keep the child out of trouble. However, the methods of the Juvenile Court were subject to criticism on constitutional grounds. To keep proceedings confidential and informal, children were denied due process; they had no rights to representation by an attorney, confrontation of their accuser, or notice of charges. The United States Supreme Court in 1967 established due process rights for children but thereby created conflicting roles for the Juvenile Court.⁽¹¹⁾ Officers of the Court, i.e., the prosecutor and the Juvenile Court counselor, both are required to be advocates (in "parens patriae") and adversaries (in due process). The same officer who is asked to function as the child's confidante and counselor may be asked to present evidence against the child in a hearing.

11. In Re Gault, 1967.

D. History and Structure of Juvenile Justice System in Oregon

Oregon established its first Juvenile Court in 1905.(12) The Juvenile Court Act of that year established circuit court jurisdiction over minors aged 16 and under, and created a separate Juvenile Court presided over by judges who heard only juvenile matters. The Court's authority extended to delinquent and dependent children. Under the Act, no minor under 12 could be jailed.

The first amendment to this Act came in 1907; it raised the age limit to 18 and set the minimum age for jail commitment at 14. Provision was made for juvenile detention facilities, for court personnel (probation, detention and court staff), and for prosecution by the district attorney. By virtue of amendments in 1913, 1915, 1919 and 1929, the Court gradually evolved into its present form with a Circuit Court Department of Domestic Relations having jurisdiction over juvenile and domestic matters.

The circuit court and judges of most Oregon counties are authorized to exercise all Juvenile Court jurisdiction, authority, powers, functions and duties. "Court services" for juvenile matters include services and facilities relating to intake screening, juvenile detention, shelter care, investigations, study and recommendations on disposition of cases, probation on matters within the jurisdiction of the court, family counseling, group homes, and psychological or psychiatric or medical consultation and services. The judge or judges of the Juvenile Courts appoint the director or counselor of county juvenile departments.

Created in 1971, the Children's Services Division (CSD) of the Oregon Department of Human Resources assists and maintains liaison with counties and circuit courts in developing plans and programs relating to court services. CSD is responsible for the operation of juvenile corrections programs, including operation of MacLaren School, Hillcrest School, and the juvenile camp program (see also IV. C., Incarceration).

The Mental Health Division of the Department of Human Resources is responsible for custody of juveniles committed to its care by the Juvenile Courts. The Mental Health Division operates Fairview Training Center and Oregon State hospital, which houses the Child and Adolescent Secure Treatment Program (see also IV. C., Incarceration).

The Community Juvenile Services Act (ORS 417.400 through 417.490), as passed by the 1979 Legislature, created the State Juvenile Services Commission and charged the Commission with a variety of mandates and program responsibilities which include:

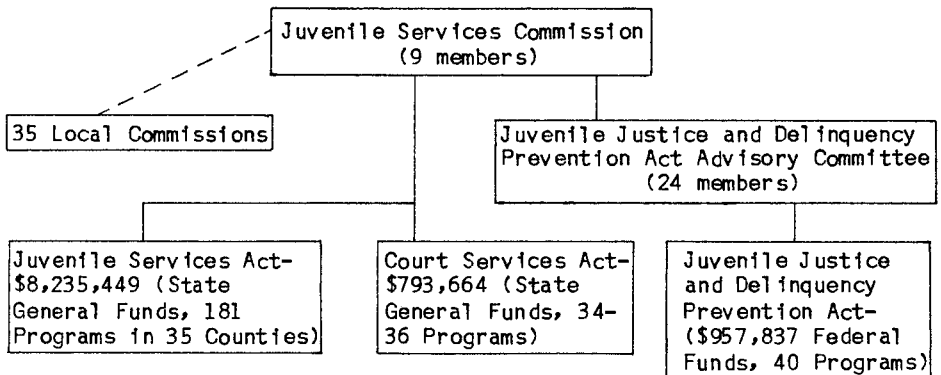
- Developing and recommending statewide standards for operation of detention facilities and local juvenile services;
- Developing and recommending guidelines for procedures such as Juvenile Court procedures and diversion of youth from the juvenile justice system;

12. "Report on Juvenile System in Multnomah County, City Club of Portland Bulletin, Vol. 57, No. 23, November 1, 1976.

- Developing a plan and programs to achieve the goal of eliminating the detention of juveniles in adult correctional facilities;
- Developing and operating a statewide data system to monitor the operation and effectiveness of Oregon's juvenile corrections system;
- Preparing special reports to the Governor and the Legislature on current juvenile justice issues and ways to improve Oregon's juvenile justice system;
- Administer the County Grants Program to aid counties in the provision of local juvenile services programs (General Fund Appropriation);
- Administer the Court Services Act (Juvenile Court Subsidy Program) which provides discretionary grants to participating county juvenile departments to assist them in the administration of court services (General Fund Appropriation); and
- Administer funds received by Oregon under the federal Juvenile Justice and Delinquency Prevention Act (Federal Funds).(13)

Commission members are appointed by the governor to four-year terms. A majority of the Commission members, including the chairperson, must be lay citizens who are not employed by, or receive remuneration from, a court, a law enforcement agency, or a public or private agency offering direct services to juveniles. Funding allocations for the state and local commissions in the 1985-87 biennium are illustrated in the following chart:

Table 2



Source: Governor's Budget, 1985-1987.

The largest portion of the budget for the Juvenile Services Commission is the appropriation for the County Grants Program, the Commission's major program. The Commission funds approximately 150 community programs for juveniles throughout the State of Oregon. Each biennium, the legislature appropriates an amount for grants to counties from the state's General Fund

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13. Guide for Preparation of Comprehensive Juvenile Services Plans for the 1983-85 Biennium. Prepared by the State Juvenile Services Commission, February, 1983.

(ORS 417.425) to enhance existing youth services and/or develop new, innovative community-based programs. The amount each county can receive is based on the youth population under 18 years of age residing in the county. No participating county receives less than \$20,000 annually. County participation in the grants program is voluntary.

When a county chooses to participate in the act, the board of county commissioners and the presiding juvenile court judge appoint a local juvenile services commission. Local commissions have been formed in 35 of the 36 counties. Each local commission develops a comprehensive juvenile services plan based on a study of that county's existing youth services and the local youth problems. In addition to recommendations on ways to improve the juvenile justice and youth service system in the county, the plan also recommends how the county should spend the grant funds it receives under the County Grants Program.

E. Current Practices in Oregon

While certain safeguards for youth are constitutionally required, many aspects of the Oregon juvenile justice system are a creation of statute (ORS Chapter 419) and modifiable by legislative action. Three important aspects are:

a. Venue (a term referring to the county where a proceeding takes place): while generally in the county where a child resides, venue may lie in the county where a child is found if the proceeding results from a law violation.

b. Remand: a process permitting the Juvenile Court to transfer a case to adult court. Remand is permitted if the youth is 15 years of age or older at the time the alleged offense is committed, and the alleged offense is murder or another serious felony, and if the child is deemed of sufficient maturity to appreciate the nature of the conduct involved.(14) In addition, the Juvenile Court also must determine, by a preponderance of evidence, that retaining jurisdiction over the child will not serve the best interests of either the child or society.

c. Disposition: Oregon Juvenile Code places certain requirements upon the ability of the Court to require that a child be made a ward, detained, placed on probation, subject to fine, or placed in the legal custody of the Children's Services Division. Age and time limitations guide the Court, whose authority to make any disposition expires when the child becomes 21 years of age.

These aspects are important for several reasons. First, venue dictates the community in which a juvenile proceeding occurs. The community both responds to the needs of the juvenile in a rehabilitation context, and dictates the climate in which the Court responds. Thus, if a juvenile is adjudicated in his own community, the likelihood of a responsive rehabilitative environment is increased. Second, remand and disposition are essentially policy statements by the legislature as to how certain delinquent youth should be treated. Ideally, these policy statements can and should reflect societal opinions on the treatment of delinquent youth.

14. ORS 419.533.

F. Summary of Changes Since 1976 City Club Report

In a 1976 report on The Juvenile Justice System in Multnomah County, the City Club found that while "delinquency is in fact growing ... the juvenile justice system is faltering." The report cited a feeling of futility replacing a "spirit of cause." While the Club offered a series of recommendations to various organizations operating or having authority for various functions, the pace of change has been slow since 1976. There have been gains in areas not addressed by the report (e.g., diversion in the form of accountability boards).

The Club recommended that the Oregon legislature act to alter roles and responsibilities of various components of the system. Of seven recommendations, only the giving of authority to the Children's Services Division to make dispositional decisions after the Court has made a finding of dependency has been fully implemented. Another recommendation, that the state augment monetary support to the county juvenile justice programs, was partially implemented.

Of the three recommendations made to the Circuit Court Judges of Multnomah County, two were implemented. These resulted in fuller participation of all judges in judicial responsibility toward juveniles and a stronger emphasis on the judges' role as protector of the legal and social rights of the juvenile and of society.

Nine recommendations were made to the Board of Commissioners of Multnomah County. One of the most substantive recommendations, which involved reallocating funds from previously funded juvenile detention facilities to diversionary programs, was only partially implemented. Another major recommendation was to increase funding for juvenile justice programs. This has occurred. Other recommendations for increased staff training and field counseling offices were implemented. The balance of the suggestions still are being discussed.

The Club proposed ten recommendations to the Director of the Multnomah County Juvenile Department. Included among these were proposals to develop active citizen participation through an Advisory Board and to be more clear with youth in defining the roles of various "departmental adults." These were implemented. The suggestion that departmental counselors remove themselves from prosecutorial functions still is being implemented. In general, recommendations which suggested greater involvement by citizens and other organizations and a greater emphasis on diversion and community involvement were implemented.

The Multnomah County District Attorney's Office received four recommendations. The City Club report recommended that more deputies should be assigned to Juvenile Court and that the deputies no longer should rely on juvenile department counselors to provide information about juveniles and their cases to the deputies. These recommendations were not implemented. In fact, there are fewer deputies assigned to Juvenile Court now than there were in 1976.

Two recommendations were made to the Mayor and City Council and both have been implemented. The recommendations involved promoting and operating Youth Service Centers as alternatives to the Juvenile Department and exploring other experimental diversion programs throughout the U.S.

To the Club's Board of Governors, the Committee recommended that a new Study Committee be created to research and report on efforts of our schools to provide early detection of and assistance to potential delinquent and dependent youth. This has not been done.

In its report, the Committee asked the community to become more involved in and supportive of government and private efforts to solve the problem of rising juvenile delinquency. "The community cannot expect [the Juvenile Justice Department] to solve the problems of delinquency. JJD by its nature is curative, not preventive ... the community must be willing to support ... programs which provide young people with much needed guidance." As best as can be determined, broad efforts to respond to this critical recommendation have been made. Establishment of the Multnomah County Juvenile Services Commission is an example of the community becoming involved. Of the 21 members, the chair and a majority of members must be laypersons. Youth Service Center boards are composed of community members. The Juvenile Court's advisory council consists of 15 community members. Many youth have been diverted from the Juvenile Court to programs operated by the Youth Service Centers and funded by the Juvenile Services Commission. The Tri-County Youth Consortium, composed of most of the youth agencies in the tri-county area, coordinates efforts to improve the diversion system. The Boys and Girls Clubs of Portland and Browning Ferris Industries provide opportunities for youth referred by the court to earn money to pay restitution. Progress has been made despite the absence of leadership and systematic implementation (see also V. Discussion).

II. PREVENTION OF DELINQUENT BEHAVIOR

A. Definitions and Issues

Prevention is action to deter, correct, or preclude potentially harmful conditions or behavior. As previously discussed, delinquency prevention is action meant to contribute to the healthy development of children and entails measures taken before a delinquent act occurs.

Literature on delinquency prevention generally refers to three prevention strategies:

- Primary prevention refers to a service delivery strategy that includes the broadest possible number of clients within a service area. The intention is to deliver the prevention service to all clients without regard to the potential delinquent behavior risks of specific individuals. It rests upon the logic that the most effective prevention is that which insulates the entire population at risk. Educating students regarding drug abuse is an example of how this concept is applied in delinquency prevention efforts.
- In secondary prevention, a particular group of potential clients is selected for prevention programs when it is determined to be in greater danger than the rest of the population, thus requiring specific services. A number of factors place children at high risk of juvenile delinquency. These factors include:
 - very young parents or parents with inadequate parenting skills;
 - an abusive setting or one of extreme poverty;

- an unstable family situation, including one with parental or child alcohol and drug abuse;
- learning problems or school failure.

Secondary prevention efforts are guided by the belief that targeted services to the correct segment of the population will have preventive impact. A recreation activity in a low income area is an example of a secondary prevention program. Teenagers from these areas are thought to be the largest proportion of youngsters referred to juvenile court. In secondary approaches, however, there is a danger that the criteria for selection may be incorrect or the selection process may stigmatize the participants.

- Tertiary prevention involves those youngsters who already have begun to have difficulty with the law, e.g. children who have been referred to police as status offenders or charged with school misconduct. Diversion programs, some school counseling programs, and youth service bureaus are examples of tertiary programs, in that they deal primarily with already-troubled children by attempting to prevent future delinquent behavior. Diversion programs are described in greater detail in Sect. III.

In our community, as a partial response to concerns about children at high risk for delinquency, Portland's City Council adopted a Youth Policy statement in February, 1982 (see appendix C). Although the policy statement is an indication that the concept of prevention is understood in the City, the policy has not been fully implemented. Knowledgeable observers reported that the key issue in implementation has been lack of funding (see also Sections II, C and V. Discussion).

B. Prevention Network

The metropolitan area prevention network includes all of the following services: parent training, family counseling, protective services, nutritional services, physical and mental health services, day care, basic education, alternative education, employment opportunities, recreation, police outreach, and, most importantly, citizen, neighborhood, and community involvement.

These efforts reside in independent and widely varied community youth service agencies, addressing many different issues. Only a few programs are mentioned here. Each attempts to address an important aspect of prevention, but in the absence of a comprehensive plan, it is unclear that all important aspects have been considered. Some noteworthy programs are:

- The Metropolitan Youth Commission, mandated to assist in the implementation and monitoring of Portland's Youth Policy, also attempts to foster coordination among agencies to achieve maximum benefit from limited funding.
- The Portland Park Bureau attempts to provide cultural and recreational opportunities for youth and acts as a resource for the programs of other agencies.
- The Portland Police Bureau's Community Services Division attempts to build positive relations with children through the Community Juvenile

Officers and Safety Education programs. Recently the Community Juvenile Officers Unit was totally disbanded. These officers had worked with youth in middle schools, primarily in a prevention effort. Four Safety Education officers remain. They work primarily with grade school children.

- The Youth Service Centers in the metropolitan area provide a rich program including personal, family and group counseling, parenting classes, and employment assistance. (Those centers play a potentially critical role in diversion, as well.)
- The Child Development Specialist program of the Portland Public Schools, in addition to its group counseling function, develops resource materials for parental use, directly fostering the important family aspect of true prevention.
- Alternative schools such as Albina Youth Opportunity School and Open Meadows provide an environment to discourage certain children from exploring delinquency. Insofar as they address youth already identified as troubled, the alternative schools provide positive experiences for individuals not succeeding academically or socially in the Portland Public Schools.
- At the street level, Harry's Mother, a social services agency on NE 14th Avenue in Portland, provides temporary shelter and crisis counseling for status offenders and minor misdemeanants who cannot be held in detention and cannot be returned home immediately. The agency receives private and public support. Mainstream Youth Program provides programs for drug and alcohol prevention, early intervention and treatment.
- Other programs include churches, the YMCA, the YWCA, the Boys and Girls Clubs, the Scouts, and community and mental health centers. Truancy and substance abuse programs are on the border between prevention and diversion.

C. Specific Problems Encountered in Prevention Services

Prevention agency representatives reported that their ability to prevent/reduce delinquent behavior is constrained by a lack of quality parenting, inadequate funding, a lack of coordination among agencies, the fear of labeling children at an early age, lack of professional status for child care workers, and insufficient community involvement.

1. Parenting

There are a number of factors which may contribute to delinquent behavior and a corresponding variety of preventive actions. The first line in prevention is good parenting. The long-term opportunity to shape and to demonstrate values in a variety of circumstances is simply unparalleled. Unfortunately, committee witnesses frequently observed that there are teenage as well as older parents who lack the necessary personal experience or training to be good parents. As a result, when their children start to exhibit delinquent behavior, they are unable to respond appropriately. Frequently they do not seek help nor do they employ outside resources at a point that intervention would be useful.

2. Funding

A number of witnesses said they believed that community resources historically have been directed at the symptoms of the problem (i.e., delinquent acts) rather than the causes of the problems (e.g., poor parent-child relations). However, most agency representatives interviewed cited the lack of adequate funding as their most critical problem. Inadequate funding has affected the range of activities that can be offered. Some important parts of prevention programs, such as follow-up programs for children returning to regular schools, have been neglected for lack of resources.

Since much of the funding comes through one-time, annually renewable grants, much staff time has been devoted to satisfying grant requirements at the expense of effectiveness or direct service to clients. Further, services offered by the agencies have tended to meet the goals of the funding agency rather than the needs of the clientele served.

3. Coordination

Although public agencies increasingly have worked together during the past ten years, system-wide coordination, cooperation and interaction among public, private, church, and community-based groups are still lacking. An unwillingness by some private agencies to share techniques and information was cited. At the same time, some agencies refuse to learn or use proven methods, such as sexual abuse education techniques.

Central to the problem of system-wide coordination is the issue of a proliferation of similar agencies competing for the same funds. Monies are given to agencies on the basis of their ability to prove their "effectiveness" (e.g., number of clients seen), not on the basis of needs or even projected needs (e.g., prevention services). Some system workers, while requesting anonymity, charged that the City is filled with programs fighting for the same money.

Considering that schools are the primary societal agency where children congregate, some interviewees said they believe that schools have been inadequately used for risk assessment and as the delivery site for juvenile services. Although schools cannot be expected to be exclusive providers of services to children, they could play a central role coordinating these services.

4. Labeling

Historically, there has existed a reluctance to identify "at risk" children due to the concern that such children would be stigmatized by such labeling. The practical result of this is that specific children needing assistance may not receive help when the chances for success are the greatest --- before trouble starts. Programs such as the Portland Public School Child Development Specialist Project have demonstrated that "at risk" children can be counseled and nurtured in thoughtful ways that minimize the risk of damage from false labeling.

5. Professionalism

Child care workers in general tend to be at the lower end of the scale in regard to compensation, prestige, education, and working conditions.

The consensus among persons interviewed by the Committee was that working standards and conditions must be upgraded and adequately funded. Of particular importance for the efficacy of prevention is training of caregivers in early detection of "at risk" children.

6. Staff and Volunteers

No agency reported staff to be sufficient, either in number or in level of training, to accomplish its mandate. To circumvent the problem of limited staff, some agencies have pooled their staffs. For example, a community college combined its staff with that of the Portland Park Bureau to provide swimming opportunities to the public at specific times. Use of volunteers has been another option for some agencies.

These types of solutions, however, cannot compensate for existing staff shortages faced by the service agencies. Some Youth Services Centers have a sizeable "pool" of volunteers from which to draw; other agencies do not. Some agencies cannot train or supervise volunteers due to the inadequate number of paid staff.

III. DIVERSION OF YOUTH FROM THE JUVENILE JUSTICE SYSTEM

A. Definitions and Issues

Diversion is reducing the number of children in the formal juvenile justice system by providing noncriminal processing options. The process of diversion begins when a juvenile is apprehended during or after a delinquent act. It ranges from a simple acknowledgement of wrongdoing to a structured formal agreement supervised by the courts. Informal diversion occurs when, for example, the owner of a small store catches a child stealing candy, removes the child from the premises, and warns the child never to come back again.

Formal diversion can be applied by the schools or the Juvenile Court. The school system is responsible for reviewing delinquent acts committed in the school context and resolving them according to the school disciplinary system. This process may lead to the use of a second formal diversion system, which is that employed by the Juvenile Courts.

Generally the Juvenile Court first comes into contact with cases through the efforts of the police. In some instances, the Juvenile Court reviews the matter and uses various formal diversion methods. These include: accountability programs, which focus primarily on the juvenile acknowledging that his or her behavior was antisocial and making restitution for the conduct; counseling for emotional and psychological problems; job training; and substance abuse programs. In addition, emphasis often is placed on encouraging juveniles to develop healthy relationships, specifically with their parents and siblings, new foster parents, or counselors not previously known.

In some instances, the juvenile can make an agreement to perform specified corrective behaviors within a certain time. This agreement does not include a juvenile's admission of guilt. If the juvenile voluntarily withdraws from this program, a petition for delinquency generally will be filed. Should he or she fail to comply with the program, the counselor can initiate a dispositional hearing by filing a petition for delinquency.

On the other hand, if the juvenile can complete the program, no petition ever will be filed.

The critical element in successfully diverting juveniles from formal adjudication in the juvenile court system is matching the individual with the diversion program. Many factors enter into that match, including family history, substance abuse, education level, nature of the delinquent act, nature of any prior delinquent acts, the cultural background of the juvenile and, often, physical problems. The availability of resources for a particular diversion is an important factor in placement selections.

B. The Diversion Network

1. Youth Service Centers

In 1967, a Presidential Task Force proposed establishing local agencies to work in conjunction with the court system to divert youth committing minor crimes from the criminal justice system.

The six Portland-area Youth Service Centers (five in the City, one serving East County), were established with substantial federal funding. The Centers offer contracted services to both offenders and non-offenders through independent community agencies. Emphasis has been given youth who are likely to be repeat offenders, but few of these youth volunteer for the services offered.

As a part of this community-based focus, Neighborhood Accountability Boards have been established. These boards provide a mechanism where youth in a neighborhood become responsible and accountable to other members of that neighborhood, and responsible adult members of these neighborhoods become part of the solution for youth in their own neighborhoods.

With the recommendations included in the 1967 Taskforce report and the passage of federal legislation in 1974, there was great promise to fill the gaps in formal institutions, such as juvenile courts and detention facilities, by community-based agencies. The promise, for lack of funding and reasons discussed below in V. Institutional and Citizen Leadership, has not been realized.

2. Portland Public Schools Police

The Portland School District operates the only school system police bureau in the nation with full police authority. The School Police has existed for over 30 years and has statewide authority. A close working relationship has evolved among the the School Police, school principals, teachers and counselors, student management specialists, Youth Service Centers, Juvenile Court, community agencies and parents.

The School Police maintain confidential files on all students within the Portland Public Schools with whom it has contact, regardless of the reason for the contact. Radio communications are coordinated among the School Police, the Portland Police Bureau, and the Multnomah County Sheriff. This network of information and cooperation is extremely helpful in following up with juvenile offenders. It makes facts available for decisions regarding diversion for an individual child. After consultation with school-based personnel, often a child is diverted into District-provided programs or programs made available to District students through the Youth Service Centers or other community-based agencies.

The Portland School District and the Portland Association of Teachers are holding discussions with the "Cities in Schools Project" which, if implemented, could greatly increase the partnership between the District and the agencies which serve children. This project is based on the premise that since children are in schools, the schools are the best locations for these agencies to provide services. An early example of this kind of partnership was the establishment of the Student Management Specialist (SMS) program in all of the District's middle schools. The SMS program has become the key to coordinating services to students who are identified as offenders or potential offenders. For this reason, the District is considering expansion of the SMS program beyond the middle schools.

3. Portland Police Bureau Juvenile Services Unit

Police personnel are the only source of community outreach that exists throughout the Portland Metropolitan area. They have contact with all youth, whether they are students or non-students, residents or non-residents. Because of the unique presence of duty officers throughout the region, they bear a heavy responsibility for the diversion of juvenile offenders.

Much discretion is allowed officers in deciding whether to arrest juvenile offenders, divert them to agencies such as schools or Youth Service Centers, or simply to counsel and release them.

In April 1985, former Police Chief Penny Harrington formed the juvenile services unit to restore juvenile enforcement as a bureau priority. The mission of the Portland Police Bureau's Juvenile Services Unit was two-fold: 1) to detect, apprehend, and take the most appropriate available action with juvenile offenders involved in alcohol and drug use, prostitution, curfew, runaway, truancy, and disorderly conduct; and 2) to identify and contact juveniles in unwholesome, unsupervised circumstances and provide them direction, counseling, and referrals. In September, 1986, the Unit was reduced in size from 18 officers and 3 sergeants to 8 officers and 1 sergeant under the new administration. Previously the Unit had had shifts around the clock. There are now only 2 shifts.

Available data from the Police Bureau suggests that the Unit's work resulted in an 8-9% decrease in the juvenile burglary rate. That decrease now has substantially disappeared, according to the Police Bureau.

C. Specific Problems in Diversion

Each interviewee was asked to identify significant problems in the area of diversion. While citing many of the same issues raised by prevention workers, diversion interviewees pointed out a legal impediment and some system constraints.

1. The "Three Hour Rule"

Many interviewees identified the prohibition on detaining juveniles longer than three hours for a status offense ("the three-hour rule") as one of the major obstacles to successful diversion efforts. This prohibition, established in 1983 by the Oregon legislature, was an attempt to respond to the historical abuse of detention. However, the rule may have produced a

system in which there was too little opportunity for meaningful diversion. For example, youths arrested at midnight for curfew violations often were released to the streets by 3 a.m., even if their parents could not be contacted (see also IV. B. Detention).

2. Inadequate Network

The lack of a centralized intake and evaluation system significantly hampers coordination and inhibits resource management. A youth may enter the diversion system at several points, unbeknownst to other system workers, and be subject to different programs or approaches. Thus, while there appears to be cooperation and collaboration, there can be little coordination among youth service centers. Agencies are unaware of other efforts involving their specific client.

Of major concern to police officers is the absence of sufficient resource services, such as youth detoxification centers, shelter care beds, and crisis intervention centers for juveniles with severe emotional problems. An encouraging effort to address these problems was outlined in a 1985 report prepared by the Tri-County Youth Services Commission titled "Juvenile Prostitution and Street Youth in Portland -- A Plan for Services." Briefly, the report recommended specific areas of activity for each participating agency to stretch available resources into a network. Planning participants included representatives of City, County and state agencies, as well as such private agencies as Harry's Mother, Janis Youth Program, Outside-In, Boys & Girls Aid Society and the National Council of Jewish Women Insights Project.

IV. DETENTION, ADJUDICATION, INCARCERATION AND TREATMENT OF YOUTH

Detention occurs when a juvenile is held, usually in a juvenile detention facility, before or after adjudication. Adjudication is a legal procedure wherein the alleged offender's guilt or innocence is determined. Incarceration occurs when the adjudicated offender is placed in a state juvenile institution. Treatment is the juvenile justice system's involvement in providing services to and placement of juvenile offenders either before or after adjudication.

A. Police Services, the Juvenile Court, and Juvenile Counselors

The gateway to the juvenile justice system is the Juvenile Court. The Juvenile Court has exclusive original jurisdiction of any case involving a person under 18 years of age. This means that any child within the jurisdiction of the Court must be dealt with by the Juvenile Court and no other Court may take action, except on the request of the Juvenile Court. Jurisdiction of the Juvenile Court is triggered if a child satisfies any one of these conditions:

- a. breaks the law;
- b. is beyond the control of his or her parents or custodian;
- c. is in a condition or circumstance where his or her behavior endangers his or her own welfare or the welfare of others;
- d. is dependent on the care and custody of a public or private agency;

- e. is abandoned or subject to abuse, or his or her guardian fails to provide support and education required by law; or
- f. is a runaway.(15)

Children are brought to the attention of the Juvenile Court by the police, their guardians (parents or custodian), their school, or by the children themselves. On contact with the Juvenile Court, a child is assigned to a Juvenile Court counselor who follows the child throughout the system. This individual serves as a case manager and gathers all the pertinent information relating to the case. The counselor exercises total discretion as to what action, if any, is taken.

When contact occurs as result of an offense, the counselor may work with the District Attorney's office or other state agencies. The counselor has three options available at this stage: to dismiss the case, to enter into an informal disposition agreement, or to file a petition with the Court.

Approximately 90% of the delinquency cases before the Juvenile Court result in some form of probation. For serious crimes and repeat offenders, probation generally is not employed. In these circumstances, the Court can commit the child to custodial agencies such as MacLaren or Hillcrest Training Schools. If there is evidence of mental retardation or severe emotional problems, the court may commit the child to Fairview Treatment Facilities or the Secure Child and Adolescent Treatment Program in Salem. The child remains in one of these institutions until released. If referred through a training school, he or she maybe subject to some form of parole.

For non-criminal referrals, the Court has a variety of options available, including wardship, in which legal custody of the child is given to the Children's Services Division. This may result in returning the child to the parent's or guardian's home with subsequent follow-up by the Juvenile Court; placement in foster care; or in certain circumstances, placement in the appropriate treatment facility. After the child's twenty-first birthday, the Court has no further jurisdiction.

Throughout this system, the goal of the Juvenile Court is to "cure the child." Thus, the Court generally looks to the best interests of the child, although attention is given to the needs of society. The services available to metropolitan area children include probation, counseling, and treatment. Juvenile Court offers or has access to a variety of programs, including several for the treatment of drug and alcohol problems and at least one for sex offenders. However, the system does not provide long-term treatment or housing for the children. It is not a cure for recurring or constant problems.

B. Detention

Of those juveniles arrested in Multnomah County, 77% are released at once and 23% are placed with the County Department of Juvenile Services (Juvenile Court), at the Donald E. Long Home. The Home also serves as a regional detention center for Multnomah, Clackamas, Washington and (to a small extent) Umatilla counties. Most of the juveniles who are detained

are released within a few hours - a few to shelter care or to their parents, but mostly on their own recognizance to the street.

Of the juveniles referred to the Multnomah County Juvenile Department in 1984, 60% were male and 40% were female. As noted above, the Portland Police Bureau Juvenile Unit sought to balance arrests of juveniles by age and sex. Since girls tend to commit less serious offenses than boys, one effect of this policy was that girls were arrested and subject to detention for less serious offenses than boys. Currently the attempt is to arrest equitably by geographical area. The criterion is subject to change, depending on community priorities, should the community be able to coherently express its priorities.

Juveniles receiving services from programs funded by the County's Juvenile Services Commission (i.e., those juveniles with "a high risk of institutionalization or diversion") were 59% male and 41% female. The juveniles were 78.5% white, 12.5% black and 9% other.

As mentioned in Sect. III, Diversion, the passage of the "three-hour rule" prohibits the admission of status offenders to detention. In Multnomah County, if the police are unable to bring resolution to the issue of what to do with a status offender within 3 hours, Juvenile Department policy allows them to bring the child to the detention center. Within the remainder of the three hours, the staff attempts to locate parents, responsible adults or shelter care for these status offenders.(16)

If there is a warrant out for the youth arrested, or if the youth has been arrested on a serious charge (such as a felony), he or she will be detained. Otherwise, the decision to hold non-status offenders is left to the discretion of the Juvenile Department intake counselor. During the night hours, released youth are permitted to remain in the waiting room until morning if they choose. They are provided a meal and a blanket.

Recent actions by the state legislature to reduce the size of the program at Maclaren School have placed increased emphasis on the role of regional detention centers such as the Donald E. Long Home. It is not clear whether additional sites will be developed nor whether adequate funding will be provided by the state to handle the increased population. This lack of clarity is a serious impediment to local planning.

C. Incarceration

The incarceration option generally is reserved for the most serious offenders, repeat offenders, or those juveniles who have severe mental illnesses or deficiencies, in addition to delinquent behavior. In these cases, the Juvenile Court has the option to commit youth to Maclaren School, Hillcrest School, Fairview Training Center, or the Secure Child and Adolescent Treatment Program.

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16. After modification of the "three-hour rule" during the 1985 legislative session, the County Juvenile Department eliminated the three-hour time constraint. Most status offenders now are released "within a reasonable time." Amelioration of the problem also has come in the forms of additional metropolitan area shelter capacity and the presence of a Harry's Mother shelter worker at the detention center during night hours.

1. MacLaren School

Although local counties recently have assumed many diagnostic responsibilities for young offenders, MacLaren continues to have the dual functions of diagnosis and treatment. The diagnostic procedure, used as an adjunct and guide for the counties, includes physical, educational and psychological assessment. At its conclusion, an administrative case review committee (consisting of the superintendent of Hillcrest, the section director at MacLaren, the director of state camps and the parole supervisor) makes a recommendation for placement. Recommendations may include community programs, state camps, Hillcrest, or MacLaren. A commitment to MacLaren, therefore, does not mean that the youth will remain there.

Operating with the philosophy that there are different kinds of youngsters who get into trouble for different reasons and that they need different kinds of treatment, MacLaren has eight specialized treatment cottages, most of them established recently. They provide drug and alcohol treatment, a sex offenders program, a work release program for older juveniles, a "little kids" cottage for juveniles under 14, a reality therapy (psychotherapeutic) program, a "fast track" community project program, and a long-term detention unit for very serious offenders and assaultive juveniles. There are also three general population cottages.

Recent legislation has mandated both the "downsizing" of MacLaren by July, 1987 to about half its previous population and an increased emphasis on treatment programs. "Downsizing" is the reduction in population at MacLaren in order to minimize treatment at the state institutional level. The legislation was intended to increase treatment at the city/county community level where it is thought there would be more effective treatment. As a result, the diagnostic program will be transferred to the counties. As "downsizing" proceeds, MacLaren's funding will be decreased, and those funds will be re-allocated to communities through contracted services.

2. Hillcrest School of Oregon

Hillcrest receives all girls and some boys (as determined by region or by individual needs) committed to incarceration by the courts, or as assigned to Hillcrest by the case review committee at MacLaren.

Conceived as a girl's institution, as recently as 1985 the population was only 10% boys. Hillcrest currently has a total population of about 150, with 50 girls and 100 boys.

A statistical view of the 1984-85 populations at MacLaren and Hillcrest is shown in Table 3 below.

The diagnostic process takes place at Hillcrest on the cottage level. As at MacLaren, intake covers the same areas of concern: medical, dental, psychological, educational and behavioral. After one month of assessment and observation, a committee reviews the data and plans a program for the girl.

Treatment at Hillcrest follows a model used in many juvenile corrections settings, Positive Peer Culture. Acknowledging that adolescents are

more readily influenced by their peers than by adults, groups of about 10 girls (and a group of all boys) live and work closely together, including 90 minutes daily of guided group interaction led by specially trained staff counselors. There is also one cottage set aside for more seriously disturbed boys and girls (5 to 10 of them) who are not amenable to this kind of treatment. These Special Needs Students (often coming out of psychiatric hospital settings) engage in one-to-one contacts with a staff person under the direction of the treatment coordinator, and participate, according to their needs, in groups that focus on anger control, peer problems, self-destructive behavior, or sex offenses.

Staff counselors have bachelors degrees in a social service field, as well as corrections experience and specialized training. There has been little staff turnover, but there is an increased possibility of losing staff due to "bumping" by staff displaced in the downsizing of MacLaren.

Table 3

| | <u>MacLaren</u> | <u>Hillcrest</u> |
|---|-----------------|------------------|
| Committed Felonies | 82% | 60% |
| Committed Misdemeanors | 18% | 40% |
| Documented History of Physical Abuse in their Homes | 25% | 40% |
| From two-adult households | 31% | 25% |
| Caucasian | 89-90% | 84-91% |
| Black | 9% | 8% |
| Hispanic/Native American/Other | 1-2% | 1-8% |

3. Fairview Training Center

Fairview is the state facility for the retarded. It has faced much controversy over the level of care in recent years. The Mental Health Division's Diagnostic and Evaluation Center (located at Fairview) evaluates adjudicated youth being considered for commitment and makes placement recommendations. If eligible as mentally retarded, and if committed by the court, the child would become one of 20-30 adjudicated youth included in the general population of 1,300 retarded children and adults at Fairview. Care and treatment is very structured, and focuses on controlling disruptive and dangerous behavior through behavioral techniques.

4. Secure Child and Adolescent Treatment Program

As a section of the Oregon State Hospital, the Secure Child and Adolescent Treatment Program is not part of the juvenile justice system, although it accepts some transfers from MacLaren and Hillcrest. There is a screening and admissions committee in each county, and commitments must

come through these committees. A youth committed by the court would first be placed at McLaren or Hillcrest, and then may apply for transfer through the committee.

The Program has three units, two secure (locked) and one open. Each has 20 regular beds and 5 crisis beds. The units generally run at close to capacity, and none are reserved exclusively for juvenile offenders. Each unit has a treatment team consisting of a psychiatrist, a psychologist, a teacher, a recreation therapist and child care staff. Treatment focuses on building therapeutic relationships, learning new behaviors, and decreasing negative behaviors. Family involvement is encouraged. Length of stay is about a year. There is some followup after release, usually limited to a 30 day contact to see if discharge recommendations for placement are being followed.

D. Special Services

The detention and incarceration agencies' purposes are habilitation (enabling) or rehabilitation, punishment, restitution, and protection of the community. However, the number of slots assigned to intensive treatment or re-training are very small; only a half dozen to a dozen beds at the Secure Treatment Center for psychotic youngsters and approximately 100 Positive Peer Culture slots at Hillcrest are available. There are some ambitious but inadequately staffed programs at McLaren, which are slated to be reduced in size even as they are gearing up to start. Fully-trained personnel, yet to be hired, will be seeing only the most severely disturbed or antisocial children as downsizing proceeds according to the legislative plan. The Donald E. Long Home makes some counseling services available to detainees, but it cannot be described as either intensive or long-term.

Interviewees stated that urgent treatment needs for adjudicated youth include enlarged, specialized, and professionally staffed drug and alcohol treatment programs (a first priority with every witness), sex offender programs, medical treatment (especially for young prostitutes), and some form of psychotherapy or counseling program aimed at changing thinking and behavior patterns.

E. The Role of Parole

At the time of commitment, a youth is assigned a juvenile parole officer. The officer prepares a report on the youth's environment (home, family, and school) which is sent to the institution and used as one source of information in planning for the youth's treatment. The parole officer is part of the team at the institution and visits once per month while the child is in the institution. He or she provides supervision and case management after the youth has been returned to the community. The extent of supervision provided varies depending on the nature and demands of the youth. In some instances, parole officers will contact the youth once a week or more. Toward the end of the probation period, contact may be as infrequent as once a month.

The decision whether the youth returns immediately to the community after the diagnostic stay or continues at McLaren is made by a team composed of other institutions' staff (e.g. Hillcrest, forestry camps), parole staff and McLaren staff. Sixty to sixty-five percent of youth committed to McLaren are returned to a community placement immediately after their diagnostic stay.

F. Agency Relationships and Operating Procedures

After adjudication, any number of agencies might be involved with any given child. These might include the schools, the courts, probation, parole, private agencies, youth service centers, mental health resources, group and foster care homes. The amount of coordination and interaction depends on the child, his or her needs, and the availability of services.

At the Multnomah County Juvenile Court level, there is no formal case planning or review mechanism. Each counselor basically functions on his or her own. The counselor may seek help from Rapid Access, operated by the Children's Service Division (CSD), where a person familiar with available resources may assist.

A Multnomah County Juvenile Service Commission project, the Community Intervention Network for Delinquents (CIND), is available for selected high risk youth. The Urban League, Morrison Center, Harry's Mother, and Children's Services Division are the participating agencies in this network. At CIND meetings, a Court counselor presents a case and the group decides if they have an available resource to assist the child.

The Juvenile Court is considering adopting a team approach composed of counselors and group workers. The team would be responsible for developing and monitoring case plans within the Court, but this model would not involve external agencies.

At the institutional level, case plans are developed within the institution for each child, involving primarily institutional resources. When a child is ready for parole, the parole officer assumes responsibility for case planning. As in other parts of the system, this, too, is a fairly isolated activity. The parole officer functions primarily as a broker of services and as a referral agent. Seldom do all the providers and agencies sit down in one place to discuss a given case. According to one witness, paroles and parole revocations often are used to control the institution population, with the Superintendent of MacLaren acting as the paroling and revoking authority.

Because of the variability in disposition of cases and the wide discretion afforded to individuals at several points in dealing with a youth, assignment to treatment does not follow clear guidelines. Whether or not a child ever sees a counselor, goes before a judge, enters a community program, or is incarcerated, depends as much on chance as on the nature of the child or the offense. Release from treatment is equally variable, with different exit criteria and procedures from the various programs, sometimes carried out entirely at the discretion of a single official.

V. DISCUSSION

A. Introduction

In the Committee's analysis of juvenile services in the tri-county area, we asked: What are the prevention and diversion needs of juveniles? What are offenders' needs? Are those needs being met? If so, to what degree and by whom?

It soon became clear that the entire adult community is an integral part of an effective "juvenile services system." All adults influence youth, if only as exemplars. Once caught in a downward spiral stemming from a poor quality relationship with parents and/or other adults, a child may lose his commitment to schooling and long-term goals, identify with other alienated or delinquent peers, and fail to establish conventional bonds between himself and society. Having children who can exercise appropriate judgment requires having adults who are prepared to model roles and to guide children on an ongoing basis. This inclusion takes the issues of juvenile services out of a purely institutional framework, where a policy shift or a mechanical "fix" might work, and places them in a context where citizen commitment is required.

Your Committee discovered that the juvenile services network, including the adult community as a whole, is not meeting the needs of predelinquent and currently delinquent children. While there are some effective practices and practitioners within the network (in fact, there are some extraordinarily caring adults in both institutional and non-institutional settings), the "system" is not operating effectively.

Our research indicates the primary reasons for lack of general success are (1) an inappropriate emphasis on the effects rather than the causes of delinquent acts and (2) insufficient and unpredictable resources applied in a piecemeal fashion. The issue of emphasis is particularly important because we have limited resources. We now expend scarce resources on cases where the prospect of success is marginal when we might be investing those resources in youth whose behavior is more likely to respond to our efforts.

Additional problems exist within institutional services, such as lack of coordination among agencies and lack of leadership. However, institutional improvements will have limited long-term impact on juvenile delinquency. While institutional juvenile services attempt to protect our community from delinquent behavior, they do not prevent delinquent behavior. Your Committee's belief is that until causes, as well as effects are addressed, delinquency will be a serious problem.

1. Institutional Roles and Responses

Our research suggests that an effective juvenile services system would be characterized by: (a) a range of services, often referred to as a "continuum of care," (b) clear guidelines and predictable results, (c) a sound and stable funding base, (d) a comprehensive plan and planning process, and (e) strong and vocal institutional leaders and a group of committed advocates for children. The following sections (a-e) discuss the current "system" in these key areas.

a. Range of Services - From Prevention to Re-integration

The importance of a "continuum of care," permitting treatment of a child from the point of diagnosis to the time of cure, cannot be overemphasized. It enables the application of the lowest cost, most effective resource for the individual child --- optimizing overall system performance. Lack of appropriate services leads to youth who are processed or housed but inadequately treated. Consequently, despite having received attention, they may drift further into the delinquent cycle.

In setting the parameters of a continuum of care, a healthy balance among prevention, diversion, rehabilitation, and protection of society's interests is needed. A continuum of care implies a range of services at all levels of need. It is clear from our research that there currently is a need for additional services at all levels. For example, adjudicated youth need increased educational services, specialized drug and alcohol programs, and training and employment opportunities to help them re-enter their community in a positive way. Youth being diverted need drug abuse counseling, stable adult relationships, and other services. Recognizing that there are resource constraints on providing a "full range" of services, initial emphasis should go to ensuring that current resources are being most effectively employed.

A major issue in establishing a continuum of care is the ability to manage resources and maintain coordination among the participating agencies. Having a "client-centered" system would assist in this process; in other words, a system that has (1) a common intake and assessment process and (2) communication regarding the juvenile wherever he or she may appear in the system. Another contribution would be a uniform system of program evaluation. One clear opportunity to foster coordination among existing providers of juvenile services is to place schools in a more central role. Although schools are children's primary societal agency, schools have been used inadequately for identification of juveniles "at risk" and as a delivery site for juvenile services. Although schools cannot be expected to be the primary or exclusive providers of these services, they can become more central. The Committee notes an ambitious and yet appropriate effort undertaken by The Leaders Forum in 1986 to place schools in a central position in delivering habilitation services to youth. The Forum identified the needs of students by age group and created strategies appropriate to each group, delivered through schools.

b. Clear Guidelines and Predictable Results

There are no clear guidelines for those who place children in programs. Offenders arrested for similar offenses and with similar backgrounds may be returned to the street, released to their families, required to receive counseling or drug and alcohol treatment, placed under close supervision, or incarcerated. With the present level of resources, offenders may be placed in specific programs because of space availability rather than for a program's appropriateness for that child.

Girls particularly may be adversely affected by unequal treatment. As noted above, for a time the Portland Police Bureau made an effort to arrest equal numbers of boys and girls. Since girls are less often involved in serious crimes, girls were arrested and may have been incarcerated for offenses for which boys were not. (See the Felony/Misdemeanor distribution in Table 3 above.) While wholly consistent with statistics nationwide, the result is no more palatable because others have fallen into the practice.

Juvenile counselors report that offenders are aware of the arbitrariness of the system. Juveniles tend to regard the nature of the system's response to their behavior as a matter of luck, rather than as a logical consequence. This is precisely the kind of message the system must avoid.

Society has dual needs to combine treatment/punishment (response to the offense) with evaluating the risk of new offenses. In many states, a matrix system is used to guide equitable treatment of offenders. Points are assigned to factors such as the seriousness of the crime, history of prior offenses or substance abuse, cooperation of the family, and attitude of the offender. The total number of points determines the length of the sentence and type of placement or treatment imposed. Such a matrix should spotlight those individuals who are repeat offenders or responsible for violent crimes. As noted in our Introduction, a very small percentage of offenders is responsible for a disproportionate number of serious offenses. With a matrix system, it may be possible to identify these individuals and make appropriate judgments regarding the investment in rehabilitation the court should be willing to undertake. Your Committee is suggesting that the probability of rehabilitation may be so low as to not justify further expenditures. The court uses the matrix for guidance but retains authority over the selection of programs and treatment sites.

The Oregon Criminal Justice Council and several county and State agencies have been working on ways to identify the level of risk to society that individual adult offenders pose. (These instruments are not intended to assess the treatment needs of the individual but to realistically evaluate the probability of repeated criminal acts.) Several risk management assessment instruments are under development or in use. Several agencies are interested in the development of one for use with juveniles. Efforts at the State level have been initiated to develop an instrument for the juvenile offender population.

There are several problems associated with the development of a risk management instrument for juveniles. Development would require background data on juvenile files. Because of the lack of coordination among agencies serving juveniles, such data is hard to acquire and analyze. The relatively small number of juveniles in low-incidence crime categories (such as murder), provides too little data to analyze reliably. However, valid scales have been developed and are used in some parts of the world. (17) It is clear from the Committee's research that valid risk management instruments can be developed to identify the lowest risk individuals, if not those who pose the highest risk.

Risk screening scales can be developed and made use of at all decision points in the system. Adoption of uniform punishment/risk management models will increase communication and coordination in all juvenile services systems. This approach encourages effective resource management. It better fits 1) punishment to offense and 2) the risk of future problems to the services and resources available to respond to the needs of the juvenile.

C. Sound, Stable Funding With An Emphasis on Prevention

We do not have the resources to treat all delinquent children using our current approach. Recovery rates are low once serious breaches of social behavior are allowed to develop, and the expenses of long term treatment are high. Resources are required not only to make a healthy change in the child but to sustain the change.

17. Farrington, David, "Stepping Stones to An Adult Criminal Career," 1986.

The current level of funding for treatment of all children in need was repeatedly reported as insufficient and too short term. In 1979, the newly-formed Juvenile Services Commission requested \$16 million to carry out its charge. It was funded at \$6 million. In 1985-86, \$9 million was available. Furthermore, those interviewed believed that any attainable increases in resources would be insufficient, given present day political realities and budget restraints. (Governor Goldschmidt's budget for the biennium proposed \$11.1 million for the Commission to distribute to community programs - see Table 2 above.)

Service providers report that in this environment of volatile funding their agencies struggle to maintain themselves and, in some cases, to survive. Service to the child may become less important than maintaining the organization. Competition for funding, different philosophies of treatment, and mandates from funding sources as to how funds are to be spent have turned the juvenile services field into a political arena.

Funds must be adequate in scale and they must be committed well in advance to reduce funding cycle interference with service delivery. At the local level, 2-3 year funding is appropriate. At a statewide level, much longer commitments are necessary. The State's Transportation Commission maintains a 6-year highway construction fund. The U.S. Defense Department commits itself to programs (e.g. attack helicopters) 10-15 years in the future. It is appropriate that the citizens of our state be prepared to think on the same scale when the issue is our children and our future citizens.

Furthermore, scarce resources must be carefully targeted for maximum effect. As delinquents grow, their problems and needs grow. The problems of older children will require more dollars and other resources for rehabilitation. Runaways or "throwaway" children 15-18 years old need resources, but your Committee believes that to genuinely affect juvenile delinquency with attainable resources, funds must be directed to younger children, early in their evolution as delinquents. We believe serious consideration must be given to the concept that, in an environment of scarce resources, it is much preferable to invest in several youth with a good chance of rehabilitation than to expend these resources on an individual with marginal probability of change. Some portion of long-term funding must be set aside to enhance the professionalism of adults involved with youth -- increasing their effectiveness on the "front line."

d. A Coordinated Planning Process

Planning in the juvenile services system, when it occurs at all, happens in a haphazard, fragmented fashion, both at the state and local levels. There are numerous groups and agencies meeting to discuss and plan for juvenile service needs. However, it often appears that these groups do not talk much to each other. More importantly, there appears to be no one taking the broad and long view, thoroughly assessing and describing what it is that children need in order to grow up to be healthy adults and then basing a plan on those needs.

One example of this lack of coordinated planning and concomitant lack of adequate funding is the effort to downsize MacLaren. As previously outlined above, the intent is to transfer programs and population from the state level to the county level. However, certain counties, including Multnomah County, while in agreement with the intent of the legislation,

have initially given a negative response to the shift because adequate funding has not been provided to the counties for alternative programs. Your Committee agrees with the number of the people interviewed that "downsizing" is a step in the right direction, but it must be funded sufficiently in order to sustain a viable community treatment program, including more group homes and intensive parent and child counseling resources.

When planning of policy is complete, mandated coordination, preferably by the designation of a strong and effective leader, is needed. Given the variety of jurisdictions, interest groups, and agencies, leadership in an institutional sense should be provided at the state level. Treatment should be at a local level.

e. Institutional and Citizen Leadership in Developing
a Comprehensive Plan

Given the complexity and value-laden nature of the problem, there is no simple solution. If there were, a caring community would have resolved juvenile delinquency long ago. At best we can identify an approach to attacking this problem. The specific issue is how to progress from the current situation to a closer approximation of the "sound and effective" juvenile services system envisioned earlier in this discussion. The key ingredient is perspective - a sense of the long term nature of prevention as well as the scope of juvenile services generally.

In the opinion of your Committee, this sense of perspective is most likely to come from citizens setting policy at a statewide level. Naturally, appropriate provisions must be made for juvenile services professionals to influence, but not dominate, citizens' thinking.

It is our impression that while citizens have had a voice in policy making, more often than not juvenile services professionals have had the primary role in decision making. Given the large number of special interests and the natural inclination for turf protection, it is our impression that juvenile services professionals have a not-unexpected parochial perspective on the juvenile services system. We believe that citizens offer a less tainted and more open attitude when evaluating and planning for youth needs.

In the past decade, two state-level studies of juvenile services have been made. The product of the first was the Juvenile Services Act passed by the 1979 Legislature after an 18-month study of juvenile corrections. The Act created the Juvenile Services Commission, with the potential for counties to participate voluntarily by establishing county Juvenile Services Commissions. Currently, 35 counties are participating. The second resulted in specific recommendations to the state, including downsizing of service institutions by the 1985 legislature.

One purpose of the Juvenile Services Act was to involve lay people with juvenile services professionals. The State Juvenile Services Commission was required to be composed of a majority of laypersons. Because of conflicts between state and county agencies over the downsizing mandate and because of the competition for funding, the provision among agencies of services has become "sorely political," according to commission members interviewed. Laypersons have been forced into a system that perpetuates itself in meeting political rather than juveniles' needs.

The state downsizing mandate created conflicts with local commission members who preferred funding prevention and diversion programs over corrections programs. Prevention, particularly school-based strategies, was preferred because "government is a rotten parent," in the opinion of one local Commission member. The conflict was aggravated by the inability or difficulty of showing results of prevention programs. The only way to leverage funding was to serve 15-18 year olds because the results of programs for juveniles "at the end of the spectrum" were easier to document.

We believe a third effort is appropriate. The multi-generational aspect of juvenile delinquency calls for our most creative thinking and justifies approaches to problem solving significantly different from those which have been tried in the past. The charge should be to develop a Comprehensive Service Plan; a vision extending to the day that today's pre-schoolers have school children of their own -- twenty to twenty-five years into the future. The Plan should propose means of achieving fundamental change in our approach to children -- an approach which seeks to minimize the danger that youthful testing becomes delinquency.

2. Community Roles and Responses

a. Needs of Children

Many believe the evolution of a delinquent is heavily influenced by such forces as poverty, discrimination, and failure in early education. These forces are beyond the scope of this report. However, within a context in which the basic needs of food, shelter, and minimal security are being met (no small assumption), it is critical that each child learn to identify and develop socially acceptable levels of responsibility, independence, self esteem, and competence. Explicit expectations and specified consequences supply a much-needed structure to growing up: a child must learn early in life that there are direct, related, and predictable consequences to his behavior. This provision of a structure in which youth learn acceptable behavior is an obligation of adulthood we all share.

b. Parenting and the Family

A recent "Future of Juvenile Justice" conference emphasized the family as the forum best suited to meet the basic needs of children, yet the simple fact is that there are parents today who do not know how to be good parents. Whether the result of inadequate role models, too early pregnancy, a lack of economic security, or other causes, some biological parents are unable to parent in a socially beneficial way.

The significance of parenting failure cannot be overestimated. When parenting fails, not only the children but probably the children's children are affected. Each succeeding generation is less likely to be nurtured in ways that prevent social dysfunctioning, as noted above in Section 1.e. Any solution to juvenile crime must address this multi-generational issue.

We note that both civil and criminal laws can give rise to parental liability for the acts of delinquent youth. On the surface, it would seem that placing the economic burden of juvenile delinquency on the parents of the youth would increase parental control and thereby decrease juvenile delinquency. The Committee concluded that such liability cannot alleviate, and may aggravate, factors underlying juvenile delinquency.

It should be noted that many juveniles arrested for serious crimes are from economically disadvantaged homes. In these families, there simply is no money to satisfy the claims of the injured parties. Thus, faced with additional monetary obligations, the parents will be compelled to devote the few resources they have away from family needs, increasing the burdens on other children, and aggravating familial problems. On the other hand, in families where sufficient funds are available, parents may conclude that paying damages caused by a child fulfills their parental responsibilities. The likelihood that the parents "reach out" to the child is reduced. For these reasons, it is clear that parental liability alone is not the easy solution to juvenile delinquency.

To break the cycle of dysfunctional families, attempts must be made to bolster the importance of education and a sense of community. Positive role models must be agreed to by concerned adults and supported/demonstrated by all who come in contact with youth. Television spots defining "parents", "adults", "community" and other key terms might be appropriate.

C. Community Involvement

When a family is unable to meet a child's needs for socializing experiences, it becomes a community responsibility, to be carried out by caring individuals or, that failing, by institutions. The research by this Committee suggests that informal efforts, in non-violent situations, to prevent delinquent behavior or to resolve conflicts between the delinquent and the victim have diminished over recent years. More emphasis appears to be placed on institutions to resolve conflicts. This emphasis tends to relieve individuals of their sense of social responsibility and places an ever increasing burden on an already over-loaded institutional network.

Direct involvement by individual citizens is more important than dollars. A sense of responsibility at the most diffuse level of social organization (neighborhoods, congregations, synagogues or parishes) makes adults aware of those children in need of support and rehabilitation. There are a number of ways in which community members have become involved with and for young people. Community service projects in which juveniles compensate victims and/or the community for offenses have been established nationally. Adults participate by supervising the youngsters and by offering them opportunities for community service. The Neighborhood Accountability Boards, operated by the Youth Service Centers, perform this function locally.

Many adults open their homes to provide volunteer shelter to young people. Placements generally last up to 14 days. This model is being used by juvenile agencies nationally. Locally, Harry's Mother provides these services.

Another national model is the Guardian Ad Litem Program, in which an adult acts as a young offender's friend and advocate during and after the youth's court appearance. Youth Service Centers, another national model, offer many volunteer opportunities from serving on Accountability Boards to tutoring to serving as a Big Brother/Sister.

An important opportunity for youth to serve youth is demonstrated by the Rees Counseling Program in the North Bay area of California. There, high school students counsel one another and junior high students regarding

drug abuse. Junior high students work with elementary school students. Community agencies sponsor counseling training for these selected students.

In Portland, the Boys and Girls Aid Society and the "Insights" project of the National Council of Jewish Women enlist adults to work with teenage parents. The Albina Ministerial Alliance operates a project for low income teenage mothers which allows the teenage mothers to remain in school.

While some adults may choose not to become involved with youth in a direct way, the simple fact that they live in the metropolitan area means they are involved in some way. Actions and their absence have an effect. A vote against a school levy or decision not to participate in a youth employment program are statements regarding the value of young people in our community.

VI. CONCLUSIONS

1. There is no integrated juvenile services system in Oregon. This is evidenced by the following facts:
 - The range of services is inadequately planned, failing to form a coherent continuum of services. There is a conspicuous lack of prevention services provided at an early age.
 - The system is operating without consistent rules. Adjudication, incarceration, and release decisions are made with few guidelines and may result in different consequences for offenders with similar offenses and needs.
 - Where rules exist in the juvenile justice system, some may generate inequities or results contrary to common sense. Examples are the "three-hour rule," which resulted in release of youngsters to the street without definitive contact with a responsible adult, and the arrest of girls for offenses which would draw but a warning for boys.
 - Coordination and a consistent perspective among providers are difficult to maintain due to a lack of clear, consistent leadership or authority to resolve contradictions within the system.
 - There is no consistent system for evaluating and monitoring program effectiveness.
 - The provision of specialized treatment is determined more by availability of programs than by offenders' needs.
 - Funding is often inadequate or allocated among agencies in a manner which stimulates competition rather than cooperation.
 - There is excessive pressure from the legislature to de-institutionalize the juvenile services system, given the level of, and patchwork effect of, the community resources now available.
2. Diverse foci of funding agencies and uneven, competitive allocation of available monies lead agencies to uncoordinated and short-term programming of juvenile services. Service providers are in a continuously reactive (to funding sources) role and unable to address adequately the needs of the juveniles they serve.

3. Prevention is the best means of affecting problem behavior at a cost society can afford. An extended period, measured in years, of consistent emphasis on prevention will be required to break the multi-generational chains of delinquent behavior.
4. The major force in prevention is quality parenting. Failing that, early identification provides the greatest opportunity to ameliorate delinquency. Schools, as the primary gathering place for youth, are under-utilized as the focus for early identification of children in trouble.
5. Children exist who are unreachable at a practical cost. They have rejected society's values and dismiss the consequences of that rejection. Until we have achieved meaningful and cost-effective prevention/diversion programs and the benefits of such a shift in focus accrue, we must resign ourselves to treating some youth as unsalvageable and protect society accordingly.
6. A sense of responsibility for and genuine involvement with juveniles by parents, youth advocates, and other caring adults is essential to reduce juvenile delinquency.

VII. RECOMMENDATIONS

The State Juvenile Services Commission, with substantial input from the county Juvenile Services Commissions and with particular attention to the needs of the Portland Tri-County area, should:

1. Propose a Comprehensive 20-year Plan to contain and, in particular, to prevent juvenile delinquency. We recommend 20 years to ensure that the program influences a full generation of youth and carries over to their children. The program specifically should address the development of:
 - a well-planned and well-integrated continuum of care, ranging from prevention to re-integration;
 - appropriate levels of stable funding and evaluations of cost-effectiveness;
 - coordination of services around the individual juvenile client;
 - accountable leadership and evaluations of leadership effectiveness;
 - committed advocates for children; and
 - a balance of demands on tax-supported entities and community agencies.

The Oregon legislature should:

2. Reorganize the State and county Juvenile Service Commissions to consist of two-thirds citizen members and one-third juvenile services professionals.
3. Provide funding at a level which ensures successful implementation of the 20-year Plan, and grant to the Juvenile Services Commission oversight responsibility and authority to direct the Plan and provide meaningful consequences for non-compliance (e.g., withholding of funds).

4. Declare a moratorium on further deinstitutionalization for at least a biennium to allow adequate time for local resource planning and development.
5. Consider specific changes in the juvenile justice system (e.g., remand, disposition). Criteria for evaluating these changes should center on whether the change will 1) make additional resources available to those children for whom prevention and diversion programs may be effective and 2) meaningfully add to the security of society.

The State of Oregon Executive and Judicial Branches should:

6. Develop programs and guidelines which will ensure equal treatment for equal offenses, including arrest, sentencing and parole decisions. Such "matrix system" guidelines should be flexible enough to allow for consideration of local and mitigating circumstances, though still providing for uniform treatment. Arresting agencies should be encouraged to develop management information and educational systems which provide (1) regular statistical analysis of offense vs. treatment by age, race and sex, (2) awareness of and use of existing citizen or community review (watchdog) boards and commissions, and (3) ethnic and bias awareness training programs to detect and reduce unequal applications.
7. Refine individual needs assessment instruments. Based on the results of initial needs assessment, available resources should be focused on those youth with the highest probability of recovery. Recognizing the limitations of assessment instruments, expenditures on those with a low probability of recovery (repeat offenders) should be minimized, but with an "open door" to a higher level of services for individuals who show greater or improved promise than that predicted by the original assessment.

Local Juvenile Service Commissions and agencies should:

8. During the state's moratorium on de-institutionalization, undertake intensive efforts to develop a coherent network of local community services. The Committee recommends an examination of the 1985 plan for services to juvenile prostitutes and street youth prepared by the tri-county youth services consortium as a model from which to start. The network should include specialized and non-overlapping programs for substance abusers, sex offenders, and dysfunctional and/or abusive families. It should also address restitution programs and community education on the needs and responsibilities of youth. A continuum of alternatives to institutionalization should be identified, from return to home to secure community facilities.
9. Undertake an intensive effort to create a coherent network of prevention-oriented services utilizing the public schools as a focus for identifying youth who may be "at risk" and in need of services. Specific training in associated functions should be provided to teachers during supplemental in-service training. We suggest that a system of ethics and its related benefits be introduced to preschoolers and those "at risk" even in the early grades

The network should include parent training with emphasis on young parents, after-school and in-school adult and peer volunteer tutoring to encourage academic success, family planning and other elements deemed to be of value.

10. Convene major youth services agencies in the Portland Metropolitan Area (Childrens Services Division, Juvenile Court, the Portland Public Schools, and the Portland Police Bureau) to agree upon uniform operating principles to be followed. Provider agency consultation should be invited as appropriate.

Residents of Portland Metropolitan Area Neighborhoods should:

11. Take increasing responsibility for the youth residing in their neighborhoods by creating an informal climate of involvement and caring among neighbors (parents, adults and youth peers). Formal and informal educational programs to enhance parenting skills should be encouraged. The formal system for accountability, restitution, and positive contributions by youth through Neighborhood Accountability Boards should be expanded. A meaningful objective is doubling the number of boards in operation over the next 5 years.

The City Club should:

12. Encourage the United Way of Columbia-Willamette or another community agency to create a guidebook to volunteer opportunities for adults to work with youth.
13. Encourage the development of an annual "Services to Youth Award" in cooperation with the Metropolitan Youth Commission and a civic organization representing metropolitan businesses. The award should go to that business which encourages in the most innovative way effective prevention/diversion interaction between the community's youth and business employees. Interactive opportunities may include but should not be limited to employment.

Respectfully Submitted,

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Carol Stromberg, and
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Appendix A SOURCES

Site Visits

MacLaren School
Donald E. Long Home
Secure Child and Adolescent Treatment Center
Southwest Youth Service Center
"Ride-along" with Juvenile Services Unit officers

Interviews

"Suzanne," recent graduate of Hillcrest School of Oregon
Kathleen Bogen, Executive Director, Oregon Criminal Justice Council
(telephone interview)
Capt. Robert G. Brooks, Portland Police Bureau
William L. Carey, Superintendent, MacLaren School
Jim Chambers, Instructor in Juvenile Justice, Portland State University
Joan Dodge, Resident Superintendent, Hillcrest School of Oregon (telephone interview)
David Elliott, Parole Supervisor, Childrens Services Division
Chuck Farnham, Assistant Superintendent, Fairview Training Center
(telephone interview)
Muriel Goldman, former chair, City Club Law and Public Safety Standing Committee
Jerry M. Harkins, Juvenile Director, Washington County
Ann Harris, juvenile justice citizen lobbyist
Ernest F. Hartzog, Assistant Superintendent of District-Wide Programs, Portland Public Schools
Hon. Stephen B. Herrell, Chief Judge of the Juvenile Court
Vern Jones, Associate Professor of Education, Lewis and Clark College
Marge Kafoury, then Program Manager, Multnomah County Juvenile Services Commission
Steve Kapsch, Professor of Political Science, Reed College (telephone interview)
Paul Keenan, Director, Community Programs, Portland Park Bureau
Sandy Larson, Crime Prevention Unit, Portland Police Bureau
Joan Liebreich, Southwest Youth Services Center
Mac Lockett, Chief, Portland School Police
Barbara Maguire, Juvenile Court Judges and Directors Association (telephone interview)
Duane McNannay, Assistant Director, Multnomah County Juvenile Court
Keith Meisenheimer, Deputy District Attorney
Marilyn Miller, Southeast Youth Services Center
Hal Ogburn, Administrator, Multnomah County Juvenile Court
Ron Potrue, Youth Services Coordinator, City of Portland Human Resources Bureau
Ann Schmidt, Oregon Council on Crime and Delinquency (telephone interview)
Carolyn Sheldon, Coordinator of Student Services, Portland Public Schools
Alice Simpson, Executive Director, Metropolitan Youth Commission
Rance Spruill, Director, Albina Youth Opportunity School
William Stark, then Director, Secure Child and Adolescent Treatment Program, Oregon State Hospital
Sevedious Symington, Director, Matt Dishman Community Center
Dick Wahlstrom, Minister to Adults and Counseling, Hinson Memorial Baptist Church
Corinne Werneken McWilliams, Director, Harry's Mother Runaway Youth Agency

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Appendix C

CITY YOUTH POLICIES

POLICY I. "The city shall encourage all youth to be participating, responsible members of the community by providing and supporting opportunities for all youth to achieve their potential.

POLICY II. "The city shall promote primary prevention for all youth and their families, and early identification of and assistance for youth and their families, and early identification of and assistance for youth and their families who demonstrate social, health or learning difficulties."

POLICY III. "The city shall educate and familiarize the community concerning the use of services and programs which are available to youth and their family.

POLICY IV. "The city shall coordinate youth services funded by the city and shall encourage cooperation among schools, businesses and other agencies working with or for youth."